

Organization Review

City of Fresno's Department of Public Works

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**ORGANIZATION STRUCTURE REVIEW
CITY OF FRESNO'S DEPARTMENT
OF PUBLIC WORKS**

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Chapter I

Introduction

Kirchhoff & Associates was retained by the City of Fresno to conduct an organization structure review of the Department of Public Works. Members of the consulting team have considerable experience as public works directors and city managers in cities throughout the country. They are also experienced with municipalities that have faced the challenge of many complex capital projects, including a professional baseball stadium. This report includes the following chapters:

- **Chapter I – Introduction** – This chapter provides a brief description of the study including background information and the study objectives.
- **Chapter II – Organization Profiles** – This chapter briefly describes the divisions within the Public Works Department in terms of their current organization and services.
- **Chapter III – Capital Projects and Growth** – This chapter describes the impact that current and future capital projects will have on the planning, construction management and infrastructure maintenance of the Department of Public Works.
- **Chapter IV – Organizational Culture and Succession Planning** – This chapter is devoted to a discussion of the importance of changing the organizational culture when re-structuring. Succession planning is also reviewed.
- **Chapter V – General Findings and Recommendations** – This chapter contains the consultant's findings and recommendations for improvement.

Background

The City of Fresno is the county seat of Fresno County. Occupying approximately 102 square miles, it is located in central California approximately 185 miles southeast of the City of San Francisco and 219 miles north of the City of Los Angeles. The City of Fresno, with a growing population of 427,652, is the sixth largest incorporated community in the State of California. City planners forecast a population of 534,600 in

2005 and approximately 578,000 by 2010. The City is a full service municipality with a work force of approximately 3,670.

The City operates under a strong mayor form of government assisted by a professional city manager responsible for the City's operating departments, including the Department of Public Works. The City has a strong tradition of appointing qualified professionals to manage its departments and other work units.

The Department of Public Works is one of the City's largest departments and is responsible for general engineering functions, capital management, traffic engineering and operations and street maintenance. The Department of Public Works employs approximately 250 employees.

Objectives and Scope

The City Manager identified several objectives to be achieved by the Organization Structure Review of the Department of Public Works. They are to evaluate:

- The capacity of the current Director to effectively manage the department;
- The overall quality of the managers and supervisors within the Public Works Department;
- The need for succession planning;
- Training;
- The organization culture and work ethic of the staff;
- The organization's existing structure to determine if personnel are being utilized in the most efficient manner based on the mission of the Department of Public Works;
- Workload capacity;
- The Department's capacity for handling an increasing volume of large and complex capital projects;
- The policies and procedures to identify any revisions that may be necessary to meet the Department's needs; and,
- Recommend a staffing plan to manage the stadium construction.

Study Approach

In response to the City Manager's request for information and assistance, Kirchhoff & Associates utilized a detailed work plan designed to address the study objectives. The work plan is a series of tasks and sub-tasks grouped into three primary categories; data collection, analysis, and reporting. The specific activities conducted as a part of these categories are described briefly below:

Data Collection

The data collection process included several specific activities which is briefly described below:

- **Employee Interviews** – At the beginning of this phase of the study, the consultant met with a number of employees and supervisors in the Department of Public Works on an individual basis. The consultant also met with the City Manager, Assistant City Manager and Director of Public Works. Other individuals, such as the Purchasing Manager, the Chairman of the Stadium Advisory Committee and representatives from the Building Industry Association met with the consultant.
- **Collect Documents** – During the initial interviewing phase the consultant collected a variety of documents and types of information for use in the analysis. These documents included budgets, revenue bonding documents, demographic reports, personnel rules, evaluation forms, census information, growth projections, capital improvements status reports, the operating rules and procedures manual for the Streets Division, a variety of position descriptions, project projections, and specification standards. Additionally, some of those interviewed were provided with a detailed questionnaire to complete and return to the consultant. The questionnaire is confidential and is intended to obtain input from the staff regarding their perceptions of the department and the way it is operated.
- **Operations Questionnaire** – On a random basis supervisors and managers within the Department of Public Works were provided with a detailed operations questionnaire. The purpose of utilizing this instrument was to obtain direct input and ideas from employees regarding matters such as performance measurements, re-structuring, project management and training. A copy of this document is contained in the report's Table of Exhibits.

Analysis

The Organization Structure Review includes a variety of analyses focused upon the areas in the objectives and scope of work identified by the City Manager. It included an analysis of:

- Current and future departmental workloads;
- Organization structure and capacity to absorb additional work;
- Use of technology;
- Workload indicators and performance measurements;
- Policies, procedures and standard specifications;
- Internal communications;
- Training; and,
- Performance evaluations.

Observations and Site Visits

The consultant visited workstations, facilities and project areas. In addition to visiting the major facilities, the consultant observed the work of street maintenance crews and traffic signal repair operations. A considerable amount of time was spent in the Department's primary offices located on the fourth floor at City Hall. The purpose of this was to observe the work of employees and their supervisors in order to understand the environment that affects their work products and productivity.

Reporting

The Organization Structure Review work plan included the preparation of a Draft Final Report after completion of the data collection, interviewing and observations work. The Draft Final Report is intended to be reviewed by the City Manager, Project Manager and Public Works Director. Prior to preparing the Draft Final Report the consultant will provide the Project Manager with a partial Draft Report for his input. After appropriate review the Final Report will be printed and provided to the City Manager and his staff. The Final Report will discuss the Department of Public Works as it currently exists and make recommendations for improvements.

Chapter II

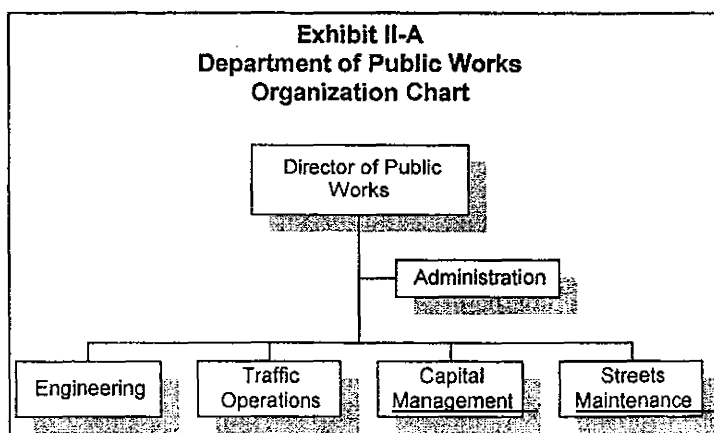
Organization Profiles

This chapter contains brief descriptive profiles of the Department of Public Works organization. The purpose of the organization profile is to provide a base for the analysis and recommendations contained in Chapter V of the Draft Final Report. The profiles of each section of the Department of Public Works are brief and meant to document organization structure and to provide a very brief summary of the services each Division provides.

Organization Overview

The Public Works Department consists of four operating divisions: Engineering, Capital Management, Traffic Operations, Streets Maintenance; and the Administrative Services Division. The Department employs approximately 250 people and while head-quartered at City Hall, it also operates from other facilities throughout the City. The organization structure of the Department is illustrated in Exhibit II-A.

While the primary responsibilities of the Department are engineering and construction management, it does operate a street maintenance and repair program. Many typical public works type activities such as solid waste hauling and fleet maintenance are assigned to other City departments. Among the major challenges facing the Department of Public Works will be the construction of the baseball stadium and a record number of capital projects.



Administrative Division

The Administrative Division has the responsibility for monitoring the complex fiscal matters of the Public Works Department, including budget development, fund management and payroll. This division, with a staff of approximately 10, assists the operating divisions with IT matters, capital program development, fund audits and records management. The administration of business applications and grant attainment efforts are other examples of the work produced by the Administrative Division. The formulation of long-range goals for the other divisions, affirmative action, safety programs and contract updating are among the tasks performed by the Administrative Division. In conjunction with the Finance Division of the Department of Administrative Services and the Engineering Division, the Administrative Division has developed a process to keep the UGM current and to comply with GASB 34 requirements. Exhibit II-B illustrates the organization of this division.

Engineering Division

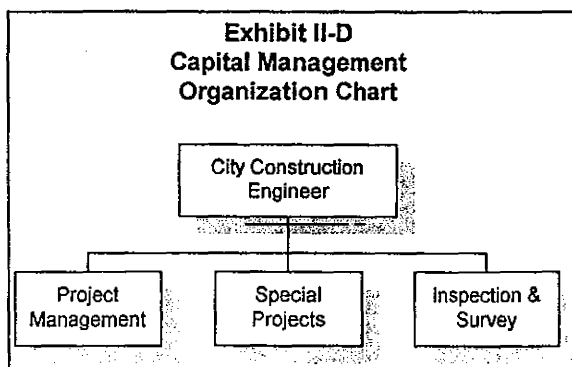
The Engineering Division is supervised by the City Engineer. The Division consists of five sections: the Subdivision Engineering Services Section, the Design Services Section, the Specification Review Section, Public Right of Way Services Section and the Transportation Studies and Grants Section which is responsible for anticipating the community's future needs. This Section also functions as the liaison to the Development Department.

In addition to managing the underground utility districts and administering the UGM process, the Engineering Division checks all public improvements except traffic signals, and issues street and utility permits. Additionally the Engineering Division serves as the City's in-house consultant on major capital improvement projects. Subdivision design and the planning, designing, recording, and mapping of City utilities are done by the Division. A major focus of this division is to continue the implementation of the

infrastructure information automation program The Engineering Division is authorized approximately 40 employees. Exhibit II-C shows the current organizational structure of the Engineering Division

Capital Management Division

All project management for capital projects is provided by the Capital Management Division which employs approximately 63 engineers, technicians, surveyors and support personnel. Exhibit II-D illustrates the organizational structure of this Division. Capital projects are managed from their inception to completion by the Division. The Division also provides engineering inspection and survey services to other City departments. The Division has approximately 100 different projects which have an estimated value of more than \$150 million. Currently the Division is administering contracts for 32 projects totaling over \$71 million in value.



The Capital Management Division utilizes a project management database designed to provide its staff with specific project data and tracking information for both ongoing and planned projects. These projects vary in complexity and size and includes work at the baseball stadium, Fresno Yosemite International Airport, the waste water treatment plant, Shaw-Marks Railroad grade separation, the landfill closure, the regional Park/Sports Complex and the Pilibos Soccer Park.

Traffic Operations Division

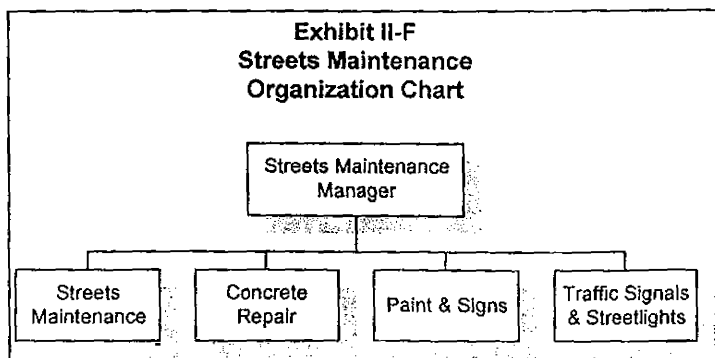
The Traffic Operations Division manages the City's parking program as well as conducting data collection studies and the regulatory functions necessary to facilitate the movement of traffic. The

Division conducts field analysis and timing and traffic studies to provide the basis for the improvement or changes to the traffic system. The Division will manage the new Traffic Operations Center once it is completed. Community Parking, Central Area Parking and City Hall Parking are sub-units of this Division. Parking control, revenue collection, meter repair, and parking permits and citations are the responsibility of this Division which is organized as illustrated in Exhibit II-E.

Exhibit II-E
Traffic Operations
Organization Chart

Streets Maintenance Division

The Streets Maintenance Division consists of four sections: Streets Maintenance, Concrete Repair, Paint and Signs and Traffic Signals and Maintenance. Exhibit II-F illustrates the organization of the Streets Maintenance Division. The Division employs approximately 106 maintenance workers, technicians and supervisors. The Traffic and Signal Section maintains 471 traffic signals and over 40,000 streetlights.



The jurisdictions of Clovis, Fowler, Kingsburg, Sanger and the County of Fresno are supported by this unit. Sidewalk maintenance, railroad crossings, streets, curbs, gutters, drainage systems and alleys are the responsibility of the Streets Maintenance Division.

Stadium Construction Management

Although not an operating division of the Department of Public Works, the complexity of constructing a Triple A league baseball stadium in the downtown warrants the Department's highest attention. The City has created a Stadium Advisory Committee to oversee this project and assist the Department of Public Works construction management team. Exhibit II-G illustrates the current management structure for the stadium project.

**Exhibit II-G
Stadium Construction
Organization Chart**

Chapter III

Capital Projects and Growth

In this chapter we will briefly discuss the growth of capital projects in an effort to understand their impact and a better way for their management. It is significant to note that the relatively new Public Works Director has developed a very comprehensive review of City capital projects, using five different criteria: capital projects currently under construction and completed this fiscal year; capital projects by infrastructure type; capital projects by council district; capital projects by project manager; and, capital projects to be advertised. Additionally, the *Status of Capital Improvements Report* identifies the project manager so that accountability and responsibility can be clearly identified. While commonplace in public agencies responsible for a large number of capital projects, this important monitoring process is a new concept for the City's Department of Public Works. The absence of this management tool has been detrimental to the construction management efforts of the City in past years and is an indicator of how things were previously managed.

Because of the City of Fresno's current and projected size, both in terms of population and territory, the ability to effectively manage a wide array of complex capital projects will increase in importance and become even more difficult. The current Director of Public Works is capable of this if he is provided with the necessary tools. The timeframe from conception and financing, to design and construction is measured in years rather than months and the need for capable and energetic project managers in the Department of Public Works cannot be understated.

Currently, the Department of Public Works is responsible for approximately 30 projects currently in construction valued at \$70 million. Within the next year or so the Department will be managing projects having an estimated value of \$120 million. Among these projects is the construction of the baseball stadium, a project which is not only complex, but one which must be created and managed on time under intense public scrutiny. As a benchmark for the required staffing, it is a generally accepted standard that a single engineer should be capable of managing \$3-4 million in project value. When construction projects increase at this level they require a highly skilled team of engineers, motivated managers and sophisticated management systems. The lack of any of these will result in higher costs incurred by the taxpayer caused by higher bids, change orders and cost overruns, or scheduling delays. Exhibit III-A illustrates the estimated growth in capital projects over the next year.

The City of Fresno is a large city by any standards and is growing rapidly. There will always be large, important and politically sensitive capital projects on the horizon that will demand a nimble and responsive Department of Public Works to move them from conceptual design to completion in the timeframes established by the policymakers. A slow response, lack of supervisory accountability, cross-purpose objectives and organizational confusion of any degree will no longer be acceptable because of the inevitable pressures resulting from the number of projects in the pipeline.

To a very great extent the City of Fresno's economic future is dependent upon the capacity of the Department of Public Works to manage both the existing infrastructure and new capital projects in an efficient and low-cost manner. Redevelopment projects, industrial capacity, housing availability, people and vehicular movement, jobs and community amenities are among the activities that are directly dependent on the quality of services that the Department of Public Works can, or cannot, deliver. The importance of experienced engineers, quality supervisors, competent project managers and visionary executives in this critical activity of the City cannot be overstated.

In summary, the number and size of major capital projects the Department of Public Works will be managing will require a significant change in the way business is being done. The Department of Public Works will have to move very rapidly from its current model, which is bureaucratic and process driven, to one which is grounded in timely and cost-effective product delivery. The organizational culture of the Department of Public Works needs to be re-shaped to accomplish this.

Chapter IV

Organizational Culture and Succession Planning

In this chapter the concept of organizational culture and the need to re-shape it in the Department of Public Works is discussed. It is the conclusion of the consultant that while the existing structure of the Department of Public Works is basically sound, requiring fine-tuning only, the *culture of the organization* needs to be over-hauled if the Department is to successfully meet the challenges of the future. Aligned with this is the need to have in place a succession plan that will serve the needs of the Department as it grows and turns over personnel.

Organizational Culture

Organizational culture is "the way things get done" in a private corporation or government entity. The City of Fresno's Department of Public Works has its own organizational culture which has been established over the many years of its existence. With the exception of the Streets Division, there is a "bureaucratic" value system that is pervasive in the Public Works Department. Without a positive value system, it is this negative "bureaucratic" attitude that defines what is required of one to work in the Department. It is clear that the current value system needs modification if the Department is expected to successfully manage its current and future projects.

Whether weak or strong, culture has a powerful influence throughout an organization. It affects practically everything – from what time work starts, how long the work day is, who gets promoted, what decisions are made by whom, productivity, and how employees relate to their citizens and the community. A strong, *positive* culture is a powerful management lever for guiding behavior because it helps employees do their jobs in two ways. First, a strong culture is a system of informal rules that spells out how employees, supervisors and managers are to behave most of the time. By knowing what is expected of them, employees will waste little time in deciding how to act in a given situation. The Streets Division's culture is an excellent example of this. The rules are clear and enforced with fair reward and just punishment. Supervisors and the rank-and-file are treated the same with respect to job expectations. A strong work ethic permeates the workforce of this sub-organization and its supervisory people walk the talk.

Second, a strong and positive culture enables people to feel better about what they do, so they are more likely to work harder. It is estimated that a company can gain as much as two hours of productivity per employee per day with a strong, positive organizational culture. Because workplace culture has such a profound impact on employees and their productivity, a *negative* culture will greatly diminish the organization's capacity for performance. It is for these reasons that the solution to most organizational problems is not re-structuring the organization's hierarchy of duties, but rather the re-structuring of the organization's culture. Such is the case with the Department of Public Works.

The Department of Public Works Organizational Culture

The relatively new Director of Public Works is working hard to change the Department's organizational culture. He is doing the right things by attempting to set higher work standards, assigning accountability and responsibility, developing performance measurements and regaining a positive customer/client orientation. He has energetically approached the difficult process of change and leads by example and effort.

As is always the case with a bureaucracy, change is difficult because there are many inhibitors and points of resistance. In addition to the normal barriers to change in any organization, a bureaucracy is even more formidable because of the "civil service" mentality, antiquated workplace rules, inhibiting personnel regulations and a deference to longevity and tenure rather than performance and productivity. Unfortunately, among the key supervisors, managers and professionals are a sufficient number who not only prefer the status quo but are resisting change in both subtle and overt ways. Some, who have worked for many different directors and city managers, believe in the time-tested bureaucratic reaction to change – *hunker down and the winds of change will eventually blow over*.

While there are many strong performers and solid work units within the Department of Public Works, there is also a need for culture modification. A better selection and promotional process is needed; training at all levels of the supervisory spectrum is necessary: an improved work ethic must be developed; accountability must be clearly assigned; and honest and objective performance evaluations connected to performance must take place on a regular basis. These are among the changes needed to improve the service delivery capacity of the Department.

In the final chapter, Findings and Recommendations, opportunities for improvement will be identified. Many of these will focus on ways to create and inspire more productivity. All employees should expect to work hard and cooperate with each other to produce added value for the citizens of Fresno. The position they hold should not be viewed as *their job* but rather the obligation to serve the community the best way they can. A

willingness to help others, pride in their work, teamwork and the time they commit to the job are some of the values that need to be installed across the board in the Department of Public Works. But it is also critical that with the need for setting standards, holding managers accountable for their actions and the actions of their subordinates, terminating the unqualified and promoting teamwork, comes the requirement of providing employees with adequate training, compensation and a positive work environment. Changing the Department's organizational culture will also require assistance from the City Manager and the Mayor and Council in the form of both resources and expectations.

Changing Organizational Culture

The Department of Public Works *must change* to cope with a dramatically increasing capital project load. It will not be able to do business as it did in the past. The upside of change is that, when done effectively, change will increase output, employee satisfaction and improve bottom-line costs. The downside is inevitable because when people are forced to adjust to change, especially in a bureaucracy, there is resistance and pain. Below are some ways to avoid the errors which often occur when organizational change is made in a bureaucracy.

Major change to an organization is usually impossible unless the *head of the organization is an active supporter*. Fortunately, the Director of Public Works is the Department's greatest advocate for change. But individuals alone, no matter how competent or charismatic, never have all the assets needed to overcome tradition and inertia except in very small organizations.

Efforts that lack a *sufficiently powerful guiding coalition of leaders from within the organization* can make apparent progress for a while. The organization structure might be changed, but sooner or later, countervailing forces undermine the initiatives. They prevent structural change from producing needed behavior change. They kill reengineering in the form of passive resistance from employees and supervisors. They turn programs into muddled projects. The establishment of a weak guiding coalition will result in what too many committees turn out to be - a slow, political, aggravating body that devalues the efforts of the head of the organization.

Complacency is frequently the downfall of organizational change. When the top does not establish a high enough sense of urgency, setting specific goals for accomplishment and holding those responsible accountable, change efforts will slowly grind to a halt. Good workers lose interest and bad ones don't have to respond. Without the appropriate sense of urgency, significant change is impossible.

Vision plays a key role in producing useful change by helping to direct, align, and inspire actions on the part of large numbers of people. Without a sound vision, that is effectively communicated, the Department of Public Works will not be able to make the changes it needs to make. It is important that plans and programs are not substituted for vision.

Without credible and numerous communications, employees' hearts and minds are never captured. They will simply tolerate the activities of the top brass but will not participate in the transformation. The Director of Public Works and his guiding coalition (those at the top of the organization who are energetic "true believers" committed to change) will have to hold frequent meetings with employees, involve the supervisors and behave in a way consistent with the visions. Communication comes from words and deeds. Nothing undermines organizational change faster than behavior of important individuals that is antithetical and inconsistent with the verbal communication.

Occasionally, the roadblocks to change are only in the people's heads and the challenge is to convince them that no external barriers exist. But in many cases, the *blockers* are very real and often well-intended. The blockers disempower employees and undermine change. Often they are key supervisory people wallowing in self-interest, or managers who simply aren't going to get with the program. Whenever bosses avoid confronting blockers, usually having to eliminate them from the organization, change is not likely. The blockers to change in the Department of Public Works need to be either rehabilitated or removed. The current and future demands that are being placed on the Department require total commitment from all hands.

Succession Planning

Succession planning is critical to the well-being of any organization. Because capital projects often take years to complete from conceptual design to construction, succession planning in a public agency responsible for large-scale capital projects is critical. Without adequate succession planning and leadership development, projects can get stalled by the lack of organizational knowledge, inexperienced supervisors and even the adjustment time it takes a competent, but new supervisor.

Succession planning is not the anointing of people to succeed. Succession planning is the conscious effort to put into place a *system* that provides for the training, skill development and leadership opportunities of those people in the organization who have an interest in advancing when opportunities exist. Without some sort of plan, the Department of Public Works will find itself in trouble when vacancies in critical positions occur and they have no qualified staff to consider. *The fact that two of the most critical positions in the Department, the City Engineer and the City Construction Engineer, have tendered their retirements within a month and within twelve months, respectively, underscores the need for succession planning.*

Developing and maintaining a working succession plan entails much more than the tentative selection of individuals who are likely candidates to replace vacating senior managers. There is a need for a formal plan that measures performance, aptitude and the interests of those who wish to be considered for positions of higher authority. A system that will formalize the on-going development of quality subordinates by senior managers (a more in-depth process than conventional mentoring,) particularly those who come

from outside the organization, develop an understanding and appreciation for the organization's culture, both strengths and weaknesses.

Chapter V

Findings and Recommendations

This chapter contains the findings and recommendations resulting from the Organization Structure Review. It addresses issues within the Department of Public Works that need attention. The findings document the results of the consultant's review and analysis, and the recommendations identify specific actions that can be taken or evaluated for action to respond to the findings. Some of the recommendations are currently being implemented in one form or another.

The results of the review presented in this chapter tend to focus on improvement opportunities. Because the overall objective of the study is to recommend improvement opportunities, the findings and recommendations should not be interpreted as negatives but rather ways to do things better. For example, in its May, 2001 report, *Competitive Cities: A Report Card on Efficiency in Service Delivery in America's Largest Cities*, the Reason Public Policy Institute ranked Fresno, along with El Paso, Texas as the two most efficient cities with respect to street maintenance. This is clear evidence that the City of Fresno's Department of Public Works is doing some things exceptionally well. Conversely, few within the Department would disagree with the consultant that technical and supervisory training has been lacking.

The findings and recommendations typically fall within the following categories:

- Procedures and Process;
- Restructuring;
- Staffing Issues;
- Workplace Management Issues;
- Performance Measurements;
- Stadium Construction Management; and,
- Other.

Staffing changes, including that of speeding up the hiring process, and reorganization are of the highest priority.

Procedures and Process

Finding – The Department of Public Works does not have an up-to-date set of Design Standards and Specifications nor a current library of Specifications for Capital Projects.

The most recent Department-produced design standards available to the consultant were written in 1970. Additionally, the effort to establish a glossary library of capital project boilerplate specifications has not yielded the desired product. The lack of a set of design standards and specifications is extremely costly to the Department of Public Works, the consultants it uses, and the contractors they supervise. Any well run public agency responsible for engineering and/or construction will have a comprehensive set of design standards and specifications that are updated and distributed on a regular basis.

Lacking a set of current design standards and library of project specifications engineers, technicians and project managers spend an excessive amount of time preparing the necessary plans and specifications for the bidding process. It is universally agreed by the staff the consultant discussed this with that 8-10 hours a month per person is wasted during the design and pre-bid phases of a projects. The result is often a product that requires excessive review time by the project managers, who, like the design engineers, do not have a codified set of standards to refer to. It is conservatively estimated that if the Department of Public Works developed a comprehensive set of design standards and specifications the equivalent of two engineers would be free to do other tasks. **The financial savings well exceeds \$100,000 per year.**

There is also a downstream cost of not having a comprehensive set of design standards and library of specifications. While apparent, it is not as easy to convert to lost dollars to the City. But there is no question that the savings to the City would be substantial. Consultants hired by the Department to do design work do not have a set of standards to work with, causing their costs to increase. Contractors build in the cost of construction management problems because of interpretive problems with the different "standards" used by design engineers. The lack of adopted standards also contributes to certain review problems by the City's purchasing and legal staff. The problem continues at the construction management phase when field inspectors are trying to deal with building problems.

Recommendation – Draft, adopt and continually update a comprehensive set of design standards and specifications and maintain a glossary library of current specifications for capital projects.

A competent, experienced senior engineer or project manager with good organization and writing skills could complete this task in 30-45 working days. This assumes the person assigned to the task would have no other duties and would receive the administrative support and technical input necessary. The payback on this investment of time will be exceed \$100,000 per year because it will allow engineers to do their jobs much faster and reduce the review time by project managers, buyers from the Purchasing Division and lawyers from the City Attorney's office. Included in this set of design standards should be the current boilerplate forms required by the City.

While it is noted that the Department presently has underway an effort to accomplish this task, it would appear that neither the right person has been matched for the job nor is the task of sufficient priority. Given the magnitude of the return on investment, this project should start immediately. Once completed, the Department will need to devote sufficient resources to adequately train staff and educate the consultants and contractors who work for the City.

Finding – The City's process for reviewing bid and contractual documents needs streamlining.

Once the Department's project managers have assembled the bid documents a significant but unnecessary time delay occurs as a result of the Purchasing Division's involvement. While professional, competent and service oriented, the buyers (the position which reviews Public Works contracts before bidding) are busy with other tasks and frequently find themselves having to rewrite contract documents for the reasons stated in the preceding finding. During the interview process, senior Department of Public Works staff complained that it was not uncommon for projects to remain in the custody of the Purchasing Division for 30-60 days. This is a costly and unacceptable event for a project conceived to serve the public.

Sections 3-105 through 3-111 of the City of Fresno's Administrative Order clearly require that bids shall be filed, tabulated and analyzed by the "purchasing agent." However, there is nothing that would lead one to conclude that the standard process for the administration and management of engineering and construction contracts should not be used by the City of Fresno's Department of Public Works in the bid preparation phase. In the majority of public agencies, the project manager assumes the responsibility for processing bid documents. As it is currently being done by the City of Fresno, the project managers tend to "disconnect" and abdicate more responsibility than is the norm.

Recommendation – Change the current bid preparation and letting process by placing greater responsibility on the project manager.

The process which is being used by the City of Fresno tends to over-involve the Purchasing Division buyers and disengages the Department's project managers. The standard methodology for managing a public works capital project in a public agency is to assign the bulk of the responsibility to the project manager (usually a professional engineer.) A competent project manager should be able to assemble all of the documents necessary to let a bid except in the most unusual of circumstances and should be held accountable for doing so.

Changes in purchasing procedures, laws and policies should be forwarded to the Department of Public Works in a timely manner for inclusion as a component of the comprehensive design standards and specifications. The role of the Purchasing Division's buyer should be that of administrative review, bidding management and analysis. The Department of Public Works' project managers should be held accountable for developing plans and specifications that will require minimal involvement by the Purchasing Division. Their goal should be a set of bid documents which are comprehensive and complete.

Along with the goal that the project managers prepare a "finished product" with respect to final bid documents, is the need for the Purchasing Division to turn around the formal bids in a reasonable time. The Purchasing Division's proposed 6 day turnaround time in the *Mayor's Proposed Budget, 2001-2002* is a reasonable standard.

The change whereby the project manager would assume responsibility for preparing bid documents of final quality will require a significant effort by both the Department of Public Works and the Purchasing Division. In order to write a comprehensive set of design standards and specifications which include the purchasing requirements, design engineers and project managers will need additional training and technical assistance to facilitate the transition. It is suggested that a Purchasing Division buyer be dedicated to the Department of Public Works during the transition period. In addition to assisting project managers put bid packages together, the dedicated buyer should develop a training program that can be used to train current and future staff with respect to bid package development. Once the transition has been completed, then the "designated buyer" from the Purchasing Division should spend 50% of her/his time on site assisting the Public Works staff and the remaining time in the Purchasing Division to stay current with purchasing matters.

If possible, the City Attorney's Office should provide the Department of Public Works with as much boilerplate and training as possible to reduce the amount of time a project is detained because of legal review. The Department of Public Works staff should devise a systematic way to

obtain input from the City Attorney's Office as early in the project process as possible. The Department of Public Works should also input information from the City Attorney's Office, on a regular basis, to the design standards and specifications that are provided to design engineers and project managers.

Exhibit V-A compares the existing process against one that can be accomplished with the changes discussed in the preceding. While the Purchasing Division and City Attorney's Office play an important role in the process, the responsibility for expedition should be that of the project manager.

Finding – The Department of Public Works does not have an up-to-date set of personnel policies to govern the behavior of its staff.

With the exception of the *Operating Rules & Procedures Manual* developed by the Streets Maintenance Division, there appears to be no set of personnel policies that govern workplace activities and requirements for the Department of Public Works.

Recommendation – Develop and maintain a set of operating rules and procedures.

The Department is large enough and performs sufficiently unique tasks to warrant its own rules and procedures. A model of this document might be the Streets Maintenance Division's *Operating Rules & Procedures Manual*. These policies, necessary for changing the Department's culture, should be consistent with the City's personnel policies, yet designed for those who work in the various divisions of the Department of Public Works.

Restructuring

Finding: The Department of Public Works' recently reorganization plan is yet to be fully implemented.

Recommendation: Complete the reorganization plan, incorporating those which are recommended in this section of the report.

Finding – The Administrative Services Division is supervised by an Management Analyst III.

The Administrative Services Division should be supervised by a Division Manager who has equal status with the other Division Managers.

Recommendation – Create the position of Administrative Services Division Manager and fill it immediately.

The complexity and volume of tasks assigned to the Division require that it be managed by a skilled and competent person who has the classification of Division Manager. The Management Analyst III who currently supervises the Administrative Services Division is more than capable of assuming the duties of Administrative Services Manager. It should be noted that this recommendation is currently included in the proposed budget.

Finding – Many of the functions in the Traffic Operations Division could be assigned to other divisions and sections.

As currently configured, many of the activities in the Traffic Operations Division are isolated from certain work units. This is problematic for a number of

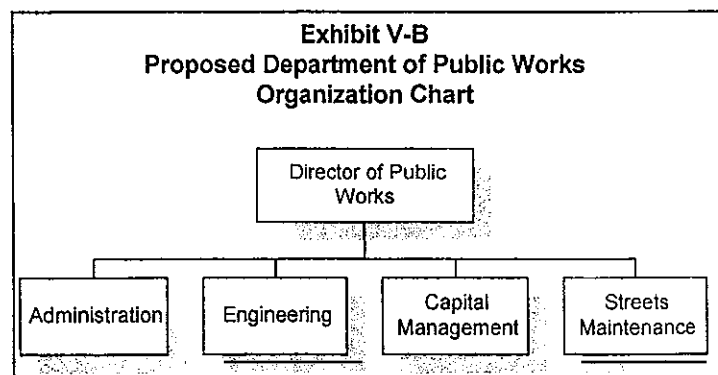
operational and reporting reasons. The elimination of this Division would streamline the operations of the Department of Public Works.

Recommendation – Eliminate the Traffic Operations Division through the reassignment of its activities.

The Traffic Operations Division should be replaced by:

- Assigning Traffic Operations and the Operations Center to the Transportation & Grants Section in Engineering Services;
- Assigning the traffic design function to the Design Services Section in the Engineering Services Division;
- Combining the positions of City Engineer and Traffic Engineer for improved organizational management;
- Placing the duties of parking citation collection in the Utilities Billing and Collection Section; and,
- Assigning Parking Enforcement, including the issuance of parking permits to the Streets Maintenance Division.

Exhibit V-B illustrates the proposed Department of Public Works change at the division level. The Administrative function is elevated to a division status and the Traffic Operations Division is eliminated by assigning its functions throughout the Department of Public Works and Public Utilities Department.



Finding: The Specification Review Section is too small to warrant section status.

As currently configured this work unit does not require the supervision of a Section Supervisor nor should it be designated a section.

Recommendation – Combine Specification Review with Design Services.

By combining these two sections the functions of specification review and design can be better managed and its services delivered more effectively. A single supervisor should manage these activities. This would reduce the sections in the Engineering Division from five to four as illustrated in Exhibit V-C.

Staffing

Finding: Both the City Engineer and City Construction Engineer are retiring without replacements having been selected.

Below the Director, these are the two most important positions in the Department of Public Works. Both positions must be filled by extremely competent and visionary engineers who are skilled construction manager and leaders.

Recommendation: Conduct a simultaneous national search for the City Engineer and Construction Engineer positions.

Keeping in mind that the City of Fresno is one of the nation's largest cities, with many complex engineering and construction projects scheduled during the next five years, every effort should be made to hire the best possible talent for these positions. Since there are relatively few men and women with the necessary experience and credentials, the City should consider using a search consultant.

Finding: The current process for recruiting engineers is not effective.

Recruiting attempts by the Department are not producing candidates with the right combination of education, experience and operational style. A new approach needs to be developed to attract qualified candidates.

Recommendation: Use the national search for the City Engineer and City Construction Engineer as an opportunity to develop a recruiting program that highlights the multi-level and promotional vacancies and opportunities.

An opportunity exists to develop an eye-catching advertisement that highlights career path opportunities in California's sixth largest city. Given the importance of filling a significant number of positions in the Department, this is an opportunity that should be exploited.

Finding: The management cadre has little formal supervisory training.

While some supervisors have matured into their management roles, there are those who lack the skills necessary to effectively manage work units. Most of the supervisors, including division heads, have not had any formal management training. The result is often a basic supervisory limitation because of a lack of managerial knowledge with respect to communicating, employee motivation, project scheduling, workload assignments, performance evaluations and general personnel management.

Recommendation : Use formal supervisory/management training as a prerequisite for the recruitment and selection of new supervisors in the Department of Public Works.

Many of the Department's current management problems could be minimized by requiring those interested in supervisory positions to compete on the basis of managerial training as well as engineering skills.

Recommendation: Promote supervisors and managers on their ability to effectively manage their subordinates.

Include in the performance evaluation of supervisors, standards designed to measure their accomplishments with respect to staff development, adequate workload assignments, project completion, etc.

Recommendation: Develop a training program for newly appointed supervisors.

It would be beneficial if the Human Resources Division would assist the Department of Public Works in developing a formal training program for newly promoted supervisors as well as those who are currently in supervisory positions. Public Works supervisors need training in

leadership, how to motivate employees, teamwork concepts, customer service, diversity management, workplace issues and the prevention of sexual harassment. They also need to learn to be effective motivators, delegators and trainers. The return on investment will be an upgrading of the individual and collective managerial skills in the Public Works Department with a substantial increase in organizational productivity.

Finding: The standards for project management accountability are deficient.

Project managers are not held accountable to the degree necessary. Tradition, civil service rules and regulations, and the organization's culture contribute to this.

Recommendation: Specific performance standards need to be developed and applied so that each project manager can be held accountable for the status of jobs under his/her control.

Project managers who perform at an acceptable level should be retained and rewarded. Project managers who cannot effectively manage their projects should be replaced. The cost to the City of Fresno is simply too high for the Department of Public Works to accept sub-standard performance from any of its project managers. There are a variety of commonly accepted standards used by the civil engineering and construction management professions to measure performance of project managers. The Director of Public Works, with assistance from the Human Resources Division, should develop a set of standards and apply them when evaluating the performance of project managers.

Finding: Vacant positions that need to be filled remain open.

The Department's workload, and in certain situations the absence of qualified personnel, are such that the recruitment and selection process needs to be accelerated. On a routine basis managers at all levels are forced become directly involved with basic departmental operations. The apparent inability of the City to fill vacant positions is resulting in work simply not getting done. For example, the inability to fill traffic maintenance positions results in ignoring high labor-intensive functions such as school crosswalk stenciling. Another example, the inability to fill the senior accountant position has forced staff to lessen the priority of the monitoring of federal capital billings and other milestones that have a financial ability to invoice work expensed by the City.

Recommendation: Vacant positions should be filled immediately.

Given the scope and complexity of the capital projects the Department is responsible for, and the fact that critical work is going undone, the Department should be allowed to recruit and hire *qualified* personnel immediately. The inability of the Department to fill critical positions during the past six months has severely limited operational effectiveness.

Finding: Some exempt category employees feel they are entitled to working less than a forty (40) hour week.

There are numerous reasons this is occurring. Among them are poor supervision, tradition and organizational culture, ineffective performance evaluations and a bureaucratic attitude. Contrasting this are the exempt employees who put in long hours, take pride in their work and produce an exceptional product.

Recommendation: Devise a system that will motivate all exempt employees to put in a full and productive workday.

Allowing the current practice to continue has a demotivating effect on the workforce and is always contagious. The result causes others to work longer than necessary, projects to be delayed and low workplace morale. In the end, the taxpayer absorbs the costs inherent with this organizational deficiency. A comprehensive and formal process needs to be developed whereby the status and compensation of being an exempt employee carries with it the responsibilities of positive leadership and going the extra mile when necessary. When projects get backed up and deadlines are not being met, exempt employees are obligated to work overtime.

Finding: Without increasing the overall competency and work ethic of the supervisors, the Department of Public Works will struggle to handle the capital projects which have been approved

There are, without question, some extremely competent supervisors and engineers in the Department of Public Works. In fact, without an improvement to their compensation package and work environment, these professionals become inviting targets for other agencies and search consultants. But the project schedule for the future demands that all of the supervisors and key staff contribute at a high but not unreasonable level.

Recommendation: Replace those who do not meet the Department's standards for performance.

In the absence of specific performance standards and a consistent system of evaluation, project managers and other senior staff who are protected by

civil service cannot be demoted or discharged. The current practice is to either re-assign these individuals or give their workload to someone more willing and competent. The result is low morale and productivity. To correct this the Department must invest in the training and education process necessary to establish the benchmarks for standards. It must also adopt/create a culture where peer expectations are higher than the stated performance standards.

Finding: The managers of the Engineering Services, Capital Management and Streets Maintenance Divisions are under-classified.

The scope of responsibilities assigned to these positions, in addition to those which will exist if the Traffic Operations Division is eliminated, is sufficient to have them up-graded.

Recommendation: Re-classify the manager of the Engineering Services, Capital Management and Streets Divisions to E-2.

Because of the pending vacancies in the City Engineer position, which should assume the Traffic Engineer responsibilities, and the Capital Management Engineer, a reclassification should take place in order to be competitive in the job marketplace. The reassignment of functions from the Traffic Operations Division to the Streets Maintenance and Engineering Services Division also contributes to the justification of this recommendation.

Finding: The number of positions in the classifications of Supervising Professional Engineer/Chief Engineering Technician is excessive and certain functions can be combined

Eleven supervising professional engineers is excessive given the number of single person section assignments or the functional consistency of the work assigned to various sections. Some of the Supervising Professional Engineers are one person sections and supervise no staff.

Recommendation: Combine functions and eliminate 4 to 5 Supervising Professional Engineer/Chief Engineering Technician positions.

The absence of solid performance measurements and accountability in a public engineering agency will often result in too many supervising engineers. This is currently the case in the Department of Public Works. Approximately 40% of these positions could be eliminated by combining functions such as Specification Review with Design Services. The result

will be greater productivity, better communications and fewer organizational obstacles.

Finding: The position classification of the supervising professional engineer is not commensurate with the responsibilities of the position.

If either of the recommendations in the immediate above are implemented, then the position of supervising professional engineer needs to be up-graded.

Recommendation: Up-grade the supervising engineer position to E-3.

In addition to up-grading the position it should be given at-will status so the Department of Public Works has greater flexibility with respect to job assignments.

Performance Measurements

In order to achieve better supervision of its projects the Department of Public Works should supplement the City's budget format with a departmental Program/Performance Budget. The way in which the Department is organized, and its on-going collection of data, would make the transition to a program/performance budget relatively simple. The budget format used by the City contains much of the information used in a program/performance budget. For example, the City's current budget document assigns people to section level work units and identifies goals and performance measurements. The major advantages of using this budget in the Department of Public Works would be the assignment of responsibility to supervisors and project managers in a way that would make them more accountable.

Finding: There is a tendency to view the Department's budget as an accounting exercise rather than a management tool.

This approach eliminates the use of the budget as a management tool that can be used to monitor programs and the people assigned to manage them.

Recommendation: Transition to a program/performance budget.

This change will allow the Department to do a better job of sharing information with the public, city council and City Manager's Office about maintenance and capital programs and projects. It can be used as a way to prioritize expenses; authorize new programs and establish responsibility throughout the Department.

Finding: The performance measurements used by the Department could be improved.

Each division in the Department identifies its performance measurements in the annual budget. However, some of those listed cannot truly measure performance. For example, in the Administrative Division a listed performance measurement is "grants applied for." A better performance measurement would be "value of grants received." Another example which is found in a number of divisional budgets is "customer satisfaction." Unfortunately, there no way to know what establishes customer satisfaction. Customer satisfaction, as a performance measurement, should be linked to a survey instrument, polling process, complaint documentation or some other quantifiable indicator.

Recommendation: Use only meaningful and tangible outputs as performance measurements.

If the performance measurements have no meaningful purpose then they will not be used for anything other than a data collection exercise. Performance measurements must also be specific, quantifiable and measurable. For example, "percent of work orders completed in fourteen days," traffic signals maintained," and "capital projects meeting scheduled deadlines" are meaningful tasks that can be measured.

Finding: Performance measurements are not included on the annual performance evaluation document used by the Department of Public Works.

By not including specific goals and measures of performance on the form used to evaluate employees, there is no assurance that they and/or their supervisors are being held accountable for what they have, or have not, accomplished.

Recommendation: Performance measurements should be used more extensively as indicators of supervisory performance and linked to their annual evaluation.

Goals for performance should be mutually established by the employee and his/her supervisor as part of the evaluation process. The goals should be connected to specific measurements so the performance of the individual can be measured when they are reviewed again (usually annually). Measurable performance is then used to hold the individual accountable for his/her responsibilities.

Stadium Construction Management

Although earlier in this report reference was made to certain problems with respect to overall contract responsibility, and the possibility of excessive change orders, there is every indication that the City has assembled a well qualified and highly motivated Stadium Advisory Committee. There are, however, some recommendations that will benefit the outcome of this project.

Finding: The construction management consultant needs to be assigned to this project on a full-time basis.

According to information provided to the consultant, the committee's construction management consultant (an experienced P.E.) was retained to work on this project on a one-half day basis.

Recommendation: The committee's construction management consultant should be assigned to this project on a full-time basis.

By doing this the Director of Public Works can spend less time on the stadium project and the likelihood of controlling costs increases substantially.

Finding: The responsibility for financing and processing cost overruns needs to be established.

Budget amendment procedures and payment administration responsibilities are keys to the timely flow of the Stadium Project. Providing the Mayor and Council review of both requires close coordination in order to avoid affecting construction schedules which are driven by an opening day commitment.

Recommendation: The appropriate member of the Finance Division or Department of Administrative Services should be added to the Stadium Advisory Committee.

As the project progresses so will the complexity of the financial issues surrounding the construction of a public baseball stadium. The City's top financial staff will need to work with the construction management staff on a very routine basis.

Other

Finding: The individual work areas for the Capital Management Inspectors, Surveyors and field personnel are inadequate.

Housed in the facility located at 1919 McKinley, these employees work in very limited spaces which contributes to a certain amount of inefficiency.

Recommendation: Secure additional space for this work unit.

As the City grows the need for additional personnel in the Inspection & Survey Section will increase, further compounding the space problem. Consideration should be given to the use of temporary structures as a way of attaining additional workspace. While a minor remodel is planned for FY02 to make the building more functional, this, however, is recognized as a temporary measure.

Finding: The current location of the Inspection & Survey Section serves to limit the working relationship between project managers and the project field personnel.

The physical separation of the buildings that house the project managers and the inspectors and survey teams results in supervisory, communications and logistical problems that cause a disconnect between the groups.

Recommendation: Develop a facility plan that contemplates the merging of these two functions in one facility.

In the absence of that, provide each with a digital cellular phone and other necessary technology to make communications between project managers and field personnel easier.

Finding: Providing traffic signal/sign maintenance for other jurisdictions is a time consuming effort and places an unnecessary financial burden on the City.

The effort required to provide this maintenance assistance to Fresno County, Clovis and other municipalities places a significant strain on the Department of Public Works. Distance becomes a factor when Department crews have to travel as much as 75 miles to work on a project. Additionally, the City of Fresno pays the associated utility bills for these agencies, and the resulting invoice processing effectively results in the City of Fresno financing utility bills for these agencies

Recommendation: Discontinue this service.

The Department has already sent out notice letters to affected agencies of the discontinuance of the payment of other-agency utility bills, effective July 1, 2001. If there are no political, joint-powers or mutual-aid consequences, then this practice should be discontinued. Although difficult to calculate, the administrative and managerial costs to an agency

providing services to another jurisdiction are both considerable and irretrievable.

Finding: There is a feeling by certain staff that there is not sufficient legal assistance from the City Attorney's Office.

Some division managers feel that the lawyers who review contract documents are not sufficiently flexible and are too rigid in their interpretation of ordinances, resolutions, legislative acts and contract law.

Recommendation: The Assistant City Manager should review the concerns of those involved from the Department of Public Works and City Attorney's Office.

While it is not unusual for an operating department to believe that its efforts are being restricted by overly-conservative legal oversight (which is frequently not the case) inter-departmental friction can be reduced and collegiality increased if the City Manager's Office conducts a thorough review of issues.

Finding: There appear to be opportunities to improve services to the public through the increased use of electronic government (e-government) technologies and systems.

Every effort should be made to get the public and the customers the Department of Public Works serves "on-line" rather than "in-line." The processing of requests for information, permit review and approval and allowing the public to conduct as much business as possible are among the objects of this effort. Although the Department has utilized computerization of systems, efforts to continue the implementation of G.I.S. and other automation efforts need strong support and fiscal assistance to be successful

Recommendation: The Public Works Department should develop an enabling strategy to improve its electronic government (e-government) services.

By increasing the use of Automated Voice Response, an intranet and the Internet, the productivity level of the staff will rise along with adding convenience to the public it serves.

Finding: Payment for traffic citations is made on the fourth floor of the City Hall.

This practice causes an unnecessary inconvenience to the citizen and can be disruptive to the Department of Public Works.

Recommendation: Provide for the payment of parking citations to be handled by the Utilities Billing and Collection Section.

This is consistent with an aforementioned recommendation and would locate the payment of parking citations on the first floor of City Hall.

Finding: In certain instances a position (s) is being filled by a person lacking the appropriate qualifications.

There is evidence that certain positions are filled with individuals lacking the necessary training, certification or professional license. This often slows down the process and affects the product in a negative way.

Recommendation: Review the credentials of each supervisor and professional position for qualification.

This process should lead to the re-training, re-assignment or termination of those who are performing duties they are not qualified for.

Finding: The City Manager has assigned a senior COM staff member to assist the Department of Public Works.

In an effort to assist with the workload management, the City Manager recently assigned a senior member of his staff to the Department of Public Works. This individual should be directly involved with the implementation of these recommendations.

Recommendation: Assign the CMO's staff member in the Department of Public Works implementation responsibility for the recommendations in this report.

Reporting directly to the Director of Public Works, this senior staff member should manage the implementation of those recommendations in this review identified for implementation by the City Manager.

Chapter VI

Implementation Plan

In this chapter an implementation plan which identifies the person or persons responsible for taking action is suggested. The priority of each recommendation is made on a scale of one to three. The implementation plan in this chapter corresponds with the order of recommendations made in Chapter V.

Recommendation	Person(s) Responsible for Implementation	Priority
Prepare Design Standards and Specifications.	Director of Public Works Construction Management Engineer	1
Improve bid letting process.	Asst. City Manager Director of Public Works City Attorney Construction Management Engineer Purchasing Manager	1
Prepare departmental rules and procedures.	Administrative Services Manager	3
Complete existing re-organization plan.	Director of Public Works	1
Re-class Admin. Analyst III to Admin. Services Mgr.	Human Resources Division	1
Reassign Traffic Operations to other divisions.	Director of Public Works	2
Combine Specification Review with Design Services.	Director of Public Works	1
Recruit for City Engineer & Capital Mgt. Engineer.	Human Resources Division Director of Public Works	1
Develop a new, aggressive recruitment program for engineers.	Human Services Division	1
Develop a training program for supervisors.	Director of Public Works Administrative Services Mgr. Human Resources Division	3
Develop a training program for newly appointed supervisors.	Director of Public Works Administrative Services Mgr. Human Resources Division	3

Recommendation	Person(s) Responsible for Implementation	Priority
Develop project manager performance standards	Director of Public Works Human Resources Division	1
Fill vacant positions with <i>qualified</i> people.	Human Resources Division	1
Insure that employees are working the required hours	Director of Public Works	1
Develop a means to rehabilitate or terminate employees who perform unsatisfactorily	Director of Public Works Administrative Services Mgr Human Services Division	1
Re-classify certain Division Manager positions to E-2.	Director of Public Works	1
Reduce Supervising Professional Engineer positions.	Director of Public Works Human Resources Division	1
Re-classify supervising professional engineer to E-3.	Director of Public Works Human Resources Division	1
Transition to a program/ performance budget	Administrative Services Mgr	3
Improve the performance measurements used in DPW.	Director of Public Works DPW division managers	2
Incorporate performance measurements in the annual performance evaluation.	Director of Public Works	3
Assign the construction mgt.consultant to the stadium project full-time.	Director of Public Works	1
Assign Finance Division staff to the Stadium Advisory Committee	City Manager Director of Administrative Services	1
Secure additional space for the Capital Management Inspectors, Surveyors & field personnel.	Director of Public Works	3
Locate Project Managers, Inspectors and Surveyors in same facility.	Director of Public Works	3
Study the discontinuation of providing traffic maintenance services to other jurisdictions.	Asst. City Manager Director of Public Works Streets Maintenance Manager	3

Recommendation	Person Responsible for Implementation	Priority
Improve relations with City Attorney's Office.	City Manager	2
Enhance e-government activities.	Administrative Services Mgr.	3
Locate parking citation payment to the 1 st floor of City Hall.	Director of Public Works Director of Utilities	3
Assign CMO staffer implementation of recommendations approved by the City Manager.	Director of Public Works	1

Exhibit C

Consultant's Credentials

William E. Kirchhoff

Work Experience

- Managing Partner, Kirchhoff & Associates, Management Consultants 1997 - present
- City Manager, Redondo Beach, CA (pop. 65,000) 1991-1997
- City Manager, Arlington, TX (pop. 275,000) 1984-1991
- City Manager, Lakewood, CO (pop. 130,000) 1980-1984
- City Manager, Wheaton, IL (pop. 40,000) 1973-1980
- City Administrator, Glendale Heights, IL (pop. 15,000) 1972-1973
- Director of Public Works, Wheaton, IL (pop. 40,000) 1971-1970
- U.S. Army Corps of Engineers, 1968-1970

Education and Professional Development

- M.A., Northern Illinois University
- B.S., Wisconsin State University
- Harvard Program for Senior Government Executives
- MIT Program for Urban Executives
- CSU Urban Executive Program

University Faculty and Teaching Appointments

- University of Southern California, Graduate School Adjunct Faculty
- California State University, Graduate School Adjunct Faculty
- University of Colorado, Graduate School Adjunct Faculty
- University of Texas, Graduate School Adjunct Faculty
- Senior Instructor, U.S. Army Engineering School
- Adjunct Faculty, International Association of Chiefs of Police
- Adjunct Faculty, Northwestern University Traffic Institute
- Lecturer, Police Executive Research Forum, Harvard University

Distinguished Awards and Appointments

- Bronze Star Award for Service in Vietnam
- CATO Institutes most efficiently managed large city in the 1980's
- University of Georgia's Vinson Institute's Most Recognized Public Manager Award
- U.S. Department of Justice's Community Oriented Policing Resource Board
- Commissioner, Commission on Accreditation for Law Enforcement Agencies
- Member, Governmental Accounting Standards Advisory Board
- Outstanding Financial Management Award, Federal Executive Board
- Innovation Award, Denver Council of Governments
- City Manager of the Year Finalist, *State and City Magazine*
- Academy Member, International City/County Management Association
- Public Safety Award, International City/County Management Association
- Harvard University Case Study Subject on budget retrenchment
- Lifesaving Commendation, Glenside Fire Protection District
- Chairman, ICMA's Legal Agreements Committee

